

VILLAGE MASTER PLAN



Worton and Butlertown

Kent County, Maryland



PLANNING COMMISSION RECOMMENDED DRAFT

April 2007



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Executive Summary

Worton and Butlertown are home to more than 300 households, and regional community facilities such as Kent County High School, Worton Park, and Worton Arena, the County's only indoor recreation center. Worton also has the largest concentration of industrially-zoned land in Kent County.

Rapidly growing regional demand for housing, the presence of large tracts of undeveloped land, and proximity to recreation and educational resources have made Worton and Butlertown attractive locations for new development. Through an extensive public process, residents expressed concerns about the pace and character of new development, traffic and pedestrian safety and the current and future adequacy of public water and sewer facilities and emergency services.

The Worton-Butlertown Village Master Plan responds to current pressures by guiding future development in and around the two villages in a manner that corresponds to their unique characteristics. This Plan establishes a broad set of objectives and policies for the future development and character of Worton and Butlertown. Highlights of these policies include:

Growth

This Village Master Plan establishes a new Growth Area for Worton and Butlertown that is smaller than the area currently covered by the Village and Industrial zoning districts. Properties outside of the Growth Area would not be eligible to receive public water and sewer service.

Land Use and Zoning

The existing Village zoning district is replaced with two zoning districts: Village-1 (with a maximum zoned density of 4 units per acre) and Village-2 (with a maximum zoned density of 2¼ units per acre). Only single-family detached residential units would be permitted in new development, and new commercial establishments would only be permitted by right in a portion of the Village-1 zone. The number of new housing units per year in the Village Master Plan Growth Area would be capped at 15.

Transportation

A Streetscape Plan, prepared in conjunction with the State Highway Administration, should address traffic operations, traffic calming, and pedestrian safety along Routes 297 and 298. The Streetscape Plan should specifically address the placement of traffic circles, pedestrian facilities (paths or sidewalks), and pedestrian-oriented lighting. New pedestrian paths should be built within the existing SHA right-of-way.

Community Facilities

The 2001 Water and Wastewater Study (as updated in 2005) should be updated to reflect the Growth Area and development projections in this Master Plan. The County should work to ensure that fire, public safety, and emergency services are adequate for existing and new development in Worton and Butlertown.

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Recreation

This Master Plan supports the proposed Kent County Community Center, as proposed by the Department of Parks and Recreation. There is also some community support for a new public park on the west side of Route 297.

Preservation and Rehabilitation

Churches, cemeteries, and views of the rural landscape are important to Worton and Butlertown residents, and should be buffered from future development. The Mt. Olive AME Church cemetery and other historic resources should be nominated for inclusion in the Maryland Historic Trust Inventory of Historic Sites.

The County should work with Mt. Olive AME Church's Community Development Corporation, the Maryland Department of Housing and Community Development, and appropriate nonprofit agencies to rehabilitate substandard housing in Worton and Butlertown.

Open Space and the Natural Environment

Fee-in-lieu of open space or afforestation should no longer be allowed for new development in Worton and Butlertown.

Aesthetics

A set of design guidelines should be developed specifically for new development in Worton and Butlertown. These guidelines should address building heights, setbacks, building materials, and other elements of design and spatial relationships, with the goal of achieving compatibility with existing development.

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Section 1. Introduction

Background

Located in central Kent County, five miles north of Chestertown, Worton and Butlertown were founded in approximately 1870. Worton was settled after the completion of the Kent County Railroad (now the Maryland-Delaware Railroad), and grew as a small railroad community, centered on what is now the intersection of Maryland Route 297 and the railroad. To the north, Butlertown was founded by freedmen, and stretches along a portion of Route 298, west of its intersection with Route 297. Today Worton and Butlertown are home to more than 300 households. The Worton-Butlertown area is also a significant institutional center in Kent County, home to Kent County High School, Worton Park, and the County's only indoor recreation center. Worton also has the largest concentration of industrially-zoned land in Kent County.

In the past decade, rapidly growing demand for housing in Maryland and Delaware is pushing farther into the Eastern Shore, making relatively remote rural areas and villages increasingly attractive to new development. Kent County has long placed strong emphasis on the need to protect rural and agricultural land and resources. Its Comprehensive Plan directs new development to growth areas surrounding towns and unincorporated villages. Worton and Butlertown share such a growth area. The Comprehensive Plan also notes that towns and villages are among the most identifiable and unique locations in Kent County, and it is critical to carefully plan future development in ways that preserve and enhance the already special nature of those settlements.

The growth area around Worton and Butlertown has large tracts of undeveloped land, close access to the historic city of Chestertown, and proximity to recreation and educational resources, making the two villages attractive locations for new development. Significant amounts of new development have already been proposed in Worton and Butlertown. At the same time, the public water and sewer system is at capacity. The County has adopted a development moratorium in the Worton-Butlertown area in order to provide time for the completion and implementation of this Village Master Plan for Worton and Butlertown.¹

The Worton-Butlertown Village Master Plan responds to current pressures by guiding future development in and around the two villages in a manner that corresponds to their unique characteristics. This Plan establishes a broad set of objectives and policies for the future development and character of Worton and Butlertown.

Structure of the Plan

The Kent County Comprehensive Plan defines Worton and Butlertown as “villages with public water and sewer service,” and further defines a village as “a settlement that is principally residential but supports commercial activity and other community-related activities such as a church or post office.” The Comprehensive Plan encourages development in villages while simultaneously seeking to preserve the existing character of the communities and their historic

¹ The moratorium will extend through July 2007, or until implementing ordinances, such as revised land use and zoning regulations, are completed, whichever is sooner.

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and cultural features. The centerpiece of this approach is the Village Master Plan, a document whose goal is to reconcile growth and community character by addressing ten subject areas:

- Edges and Boundaries
- Buildings
- Spatial Relationships
- Public Spaces and Open Space
- Transportation and Circulation
- Historic Sites and Traditional Uses
- Natural Environment
- Significant Views
- Community Service Facilities
- Timing and Phasing of Future Growth

Plan Development Process

The Worton and Butlertown Village Master Plan was developed in coordination with County staff and Worton and Butlertown residents. The project began with a kickoff meeting with the Department of Planning and Zoning. A public kickoff meeting followed, where County staff and their consultants introduced the Master Plan process and solicited input on various plan elements. As part of the Data Collection task for the Master Plan, additional meetings were held with representatives from the Department of Parks and Recreation, and the Department of Water and Wastewater and the State Highway Administration's (SHA) District 2 office in Chestertown.

Based on these meetings, a Preliminary Concept was developed. The Preliminary Concept listed some of the major proposed policies for the Master Plan, and was revised based on County and public input. This Village Master Plan summarizes the issues and concerns about future growth and development in Worton and Butlertown, presents a set of revised policies to address those issues, and offers guidance for future zoning regulations and other steps necessary to implement the plan.

Public Involvement

The plan development process strongly emphasized public involvement. A Steering Committee, appointed by the County Commissioners and consisting of Worton and Butlertown residents, played an advisory role in shaping the Master Plan.² Steering Committee members collected broader public input from other residents (including those living outside of the growth area), and communicated this input to the County and its consultants.

The Master Plan process included three public meetings, as well as three Steering Committee Work Sessions which were also open to the public, and a Planning Commission public meeting. Meeting dates, locations, and major discussion topics are listed in Table 1-1. Public meetings were used to solicit the views and ideas of Worton and Butlertown residents regarding the future of the two villages. Public Meeting #1 introduced the Master Plan process. Public Meeting #2 focused on some of the key subject areas to be addressed by the Master Plan, such as the timing and phasing of growth, and transportation and circulation issues. At the third public meeting, the consultant team presented the Preliminary Growth and Development Concept—the framework for the Master Plan itself—for public feedback and refinement. Agendas and Meeting Notes for all public meetings and Steering Committee meetings are included in the Appendix.

² A full list of Steering Committee members is included in the Acknowledgments page of this document.

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The Draft Worton and Butlertown Village Master Plan was formally presented to the Kent County Planning Commission on **DATE**, after which it was submitted for 60-day interagency review. Following a Planning Commission Public Hearing on **DATE**, a revised Draft Master Plan was submitted to the Kent County Commissioners. The County Commissioners' hearing took place on **DATE**, and the Final Worton and Butlertown Village Master Plan was approved on **DATE**.

Table 1-1: Master Plan Public Participation Process.

Meeting or Event	Date	Subject
Steering Committee Kickoff	January 31, 2006	Master Plan Process
Public Meeting #1	February 8, 2006	Master Plan Process
Steering Committee Work Session	March 15, 2006	Summary of Data Collection
Public Meeting #2	March 23, 2006	Input on Plan Elements
Public Meeting #3	May 8, 2006	Presentation of Concept Plan
Steering Committee Work Session	May 18, 2006	Input on Concept Plan
Steering Committee Review	October 25, 2006	Review of Preliminary Draft
Public Meeting #4	February 6, 2007	Informal Presentation of Master Plan to Planning Commission
Planning Commission Work Session	Date TBD	
Planning Commission Public Hearing	Date TBD	
County Commissioners Work Session	Date TBD	
County Commissioners Public Hearing	Date TBD	



Participants at Public Meeting #2

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Section 2. Issues and Objectives

This section describes the issues and objectives for the Worton-Butlertown Village Master Plan. These form the basis for the analysis and recommendations in Sections 3 and 4 of this plan, respectively.

Issues

A number of issues were identified by County staff and members of the Steering Committee during project kickoff meetings. These issues were refined by public input at Public Meeting #1 (February 8, 2006), and are listed in Table 2-1:

Table 2-1: Issues for Worton and Butlertown

-
- With a large supply of vacant land and the presence of public water and sewer service and state highways, development pressure is high in Worton and Butlertown. What are the appropriate boundaries for future growth in and around Worton and Butlertown?
 - How can the Master Plan ensure predictability and consistency in the evaluation of future development proposals, specifically regarding lot size, unit type, open space, afforestation, and density?
 - What guidelines related to density, diversity of lot size, physical form, and other characteristics are necessary to ensure that new development respects the established character of the communities?
 - How can traffic safety concerns be addressed, especially as they relate to pedestrian-vehicle conflicts?
 - How do development plans relate to the current or future capacity of public water and wastewater treatment facilities?
 - How will future growth impact emergency services?
 - What steps can be taken to address the need for housing that is affordable to those who work in Kent County?
-

Public Input

Through the public meetings, a number of more specific issues and visions for the future of Worton and Butlertown emerged. This section summarizes that input according to the ten Village Master Plan subject areas (See Section 1).

Boundaries, Land Use, and Growth

- Current zoning regulations permit more growth (new housing units) than is desirable in Worton and Butlertown.
- The pace of growth should be slow, and should match historic trends.
- Only single-family detached units should be considered appropriate in new residential development.
- Industrial areas should be separated and buffered from residential areas.
- With close proximity to Chestertown, new commercial uses in Worton and Butlertown are not a top priority.
- Development on Route 298 is not desirable east of Route 297.

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Transportation

- Traffic on Routes 297 and 298 travels at unacceptably high speeds, despite low speed limits.
- Smaller roads (Porters Grove Road, Mary Morris Road) handle more traffic than they seem to be designed for.
- Sidewalks or paths are needed, especially along Route 298 between Butlertown and the high school.
- Drainage ditches along Routes 297 and 298 pose a potential safety hazard for drivers and pedestrians.
- Parking is a concern during special events at community facilities, particularly Worton Park.

Community Facilities

- There is significant concern about who would pay for the infrastructure costs of growth, especially in light of recent increases in water and sewer bills.
- New growth could increase the need for fire and police protection beyond the current system's ability to provide that protection.

The Built Environment (Buildings, Spatial Relationships, and Views)

- Single-family detached units are the only appropriate forms for new residential development in Worton and Butlertown.
- Clusters of development situated close to major roads, separated by expansive views of nearby ponds, wildlife, and agricultural landscapes are important elements of the character of Worton and Butlertown, and should be preserved.
- The Kent County Land Use Ordinance mandates open space and afforestation for new development in the Village zoning district. However, the Ordinance's fee-in-lieu provision allows new development to proceed without providing open space or new forested area. This situation is disturbing to many residents, especially given the value placed on views of the natural landscape.

Historic Sites

- Christ Church I.U. and its cemetery, Mt. Olive AME Church's cemetery, the Milk Station (near the intersection of Route 297 and the railroad), the old Worton school house, and Horace Loller's store (at the corner of Route 297 and Worton-Lynch Road) are important historic resources that need to be preserved.

Open Space

- New development should have suitable areas for children to play.

The Natural Environment

- Hunting is a popular activity in the area around Worton and Butlertown. Too much development could make this activity less enjoyable and popular.

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Plan Objectives

Based on the issues and public input identified above, the objectives for Worton and Butlertown Village Master Plan are to:

- Identify an appropriate long-term growth boundary for future development in Worton and Butlertown.
- Provide guidance for new or revised land use regulations that will govern new development, focusing specifically on:
 - Residential unit types,
 - Residential densities,
 - The location of non-residential development,
 - Variation in lot sizes,
 - Aesthetic controls and other characteristics.
- Address the need for consistency and predictability in the development process.
- Address traffic and transportation concerns.
- Provide guidance for ongoing water and wastewater plans.

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Section 3. Planning Context

As part of the Master Plan process, a considerable amount of information about existing development patterns and trends, transportation facilities, community service facilities, and other characteristics of Worton and Butlertown was collected and analyzed. This section documents that background information.

Study Area

The Master Plan Study Area is shown in Figure 3-1. The Study Area is the generalized area for which land use, zoning, transportation, natural environmental, recreation, and other community characteristics and potential future concerns were investigated. The Study Area consists of all land in the Worton-Butlertown area with non-agricultural zoning. It includes the residential portions of Worton and Butlertown, Kent County High School, Worton Park (zoned for Agriculture), the County Recreation Center, the industrial area south of Worton, and some surrounding undeveloped properties. The Study Area boundary is not coterminous with existing Worton-Butlertown Priority Funding Area (PFA)³ boundary.

Demographics

Table 3-1 shows the number of housing units in Kent County, Worton and Butlertown, and the County's five incorporated municipalities. Kent County's population is included for reference. Census data are not available for Worton and Butlertown.

Table 3-1: Demographic Information

Place	Housing Units								Land Area (sq. mi.)
	1990	2000	2004 (est.)	Change, 1990-2000		Change, 2000-2005			
				Number	Percent	Number	Percent		
Kent County ^a	8,181	9,410	10,800	1,229	15%	1,390	15%	279.4	
Worton and Butlertown ^b	178	277	315	99	56%	38	14%	2.7 ^c	
Betterton	207	277		70	34%			0.9	
Chestertown	1,624	2,164		540	33%			2.6	
Galena	142	202		60	42%			0.4	
Millington	172	173		1	1%			0.3	
Rock Hall	808	834		26	3%			1.3	
Population									
	1990	2000	2005 (est.) ^d	Change, 1990-2000		Change, 2000-2005			
				Number	Percent	Number	Percent		
Kent County	17,842	19,197	19,899	1,355	8%	702	4%		

Notes:

Sources: US Census for County and municipality information (1990 and 2000); ERM for Worton and Butlertown.

a: Estimates of 2004 County housing unit totals based on the Maryland Statistical Handbook, Table IV.A (New Housing Units Authorized for Construction, 2001-4).

b: Estimates of 2004 Worton-Butlertown housing unit totals are based on Maryland Property View data and aerial photography, as interpreted by ERM.

c: This area is the entire Village Master Plan Study Area.

d: Source: 2005 US Census estimates, Table 1a: Total Resident Population for Maryland's Jurisdictions, 2000-2005

³ PFAs are County-designated areas where state assistance, in the form of loans or grants for highways, water and sewer construction, and economic development is directed. A complete description of the PFA system and its supporting legislation can be found at <http://www.mdp.state.md.us/fundingact.htm>.

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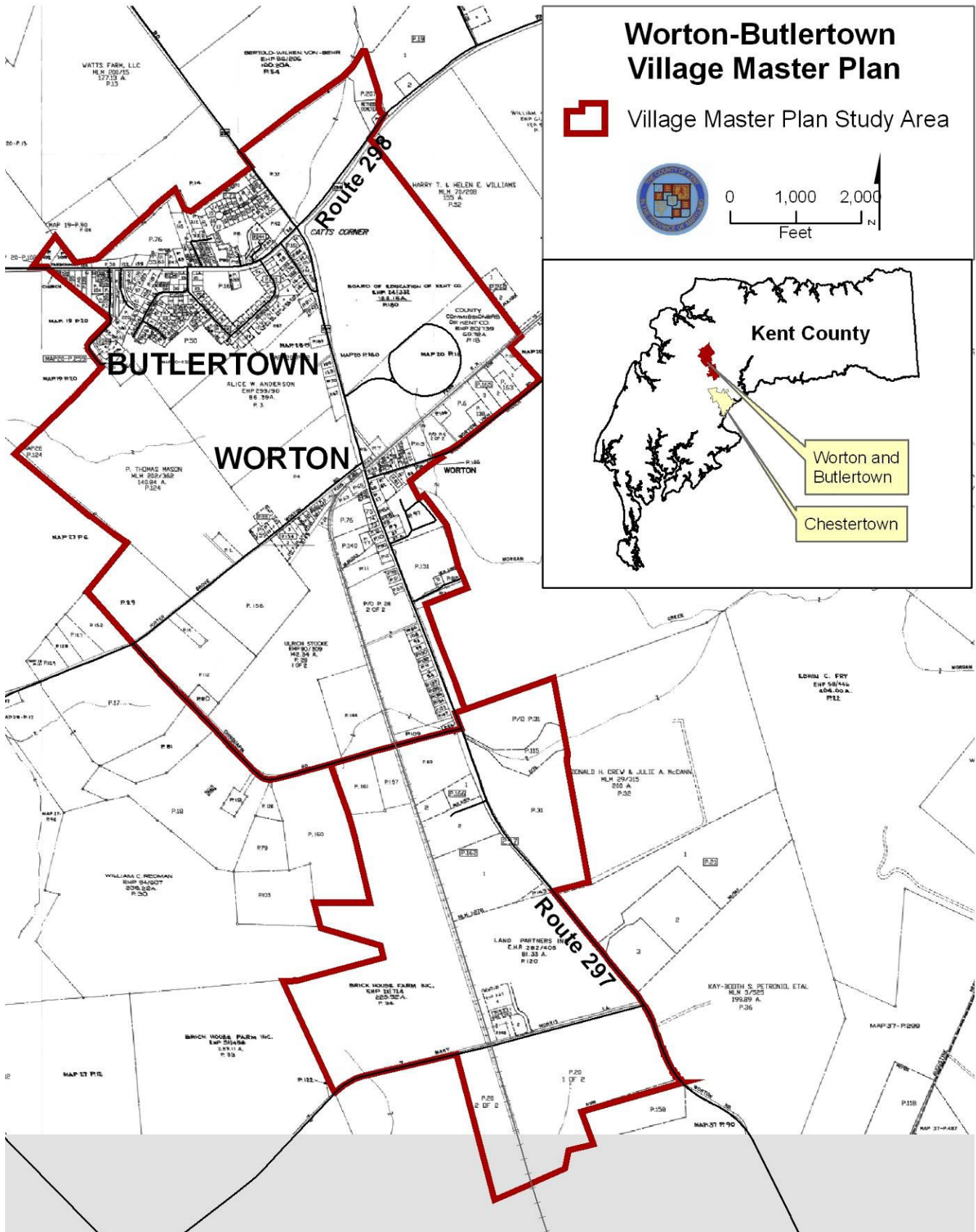


Figure 3-1: The Worton-Butlertown Village Master Plan Study Area

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Table 3-1 shows that the Study Area grew rapidly during the 1990s, and that it has continued to grow since 2000. In 2000, the Worton-Butlertown Study Area had as many or more housing units as three of the County's five municipalities. The Study Area also added more housing units between 1990 and 2000 than all but Chestertown, and its pace of growth between 1990 and 2000 was faster than the pace of growth in the County or any of its municipalities. The Study Area's rate of growth since 2000 has essentially matched the County's rate of growth.

Zoning

Figure 3-2 shows the existing zoning in the Study Area. The area north of Chinquapin Road is in the Village zoning district, which is intended to "provide for high quality residential, neighborhood business, and office development...characterized by a wide variety of housing types, densities, and uses."⁴ Village zoning specifically encourages residential and selected non-residential development in existing communities, while allowing for variation in lot sizes, setbacks, and other requirements to help make new development compatible with existing development. The Village zoning district permits the following land uses by right:

- Residential, to a maximum of four units per gross acre (minimum lot size of 9,500 square feet). Single-family detached, two-family, existing mobile home units, townhouses, and multi-family dwellings are permitted by right, with the latter two subject to site plan review.
- Public and institutional uses (schools, churches, and fire stations, etc.)
- Parks and recreational uses
- Commercial uses (offices, restaurants, "neighborhood retail", and personal services establishments, and other existing commercial establishments)

While non-residential uses in the Village district are subject to setback, building height, and other development requirements, there is no restriction on where within the district non-residential uses may occur. Other non-residential uses, such as service stations, cemeteries, and new mobile home parks are permitted in the Village district only by Special Exception.

The area south of Chinquapin Road is zoned Industrial. This district is intended for light manufacturing⁵, distribution, research and development, and support businesses. Single family dwelling units are also permitted in the industrial district, at a maximum density of no more than one unit per 20 acres.

The Rural Character district, located west of Worton along Porters Grove Road, is a transitional district between the Village zoning district and agricultural areas. It is intended primarily for agricultural uses and low-density residential development, not to exceed one unit per 20 acres (with a minimum lot size of ¾ acre).

⁴ Source: Kent County Land Use Ordinance, 2005, page 109.

⁵ Defined as establishments that "manufacture, process, store, package or distribute goods and materials, and are, in general, dependent on raw materials refined elsewhere" (Land Use Ordinance, page 253).

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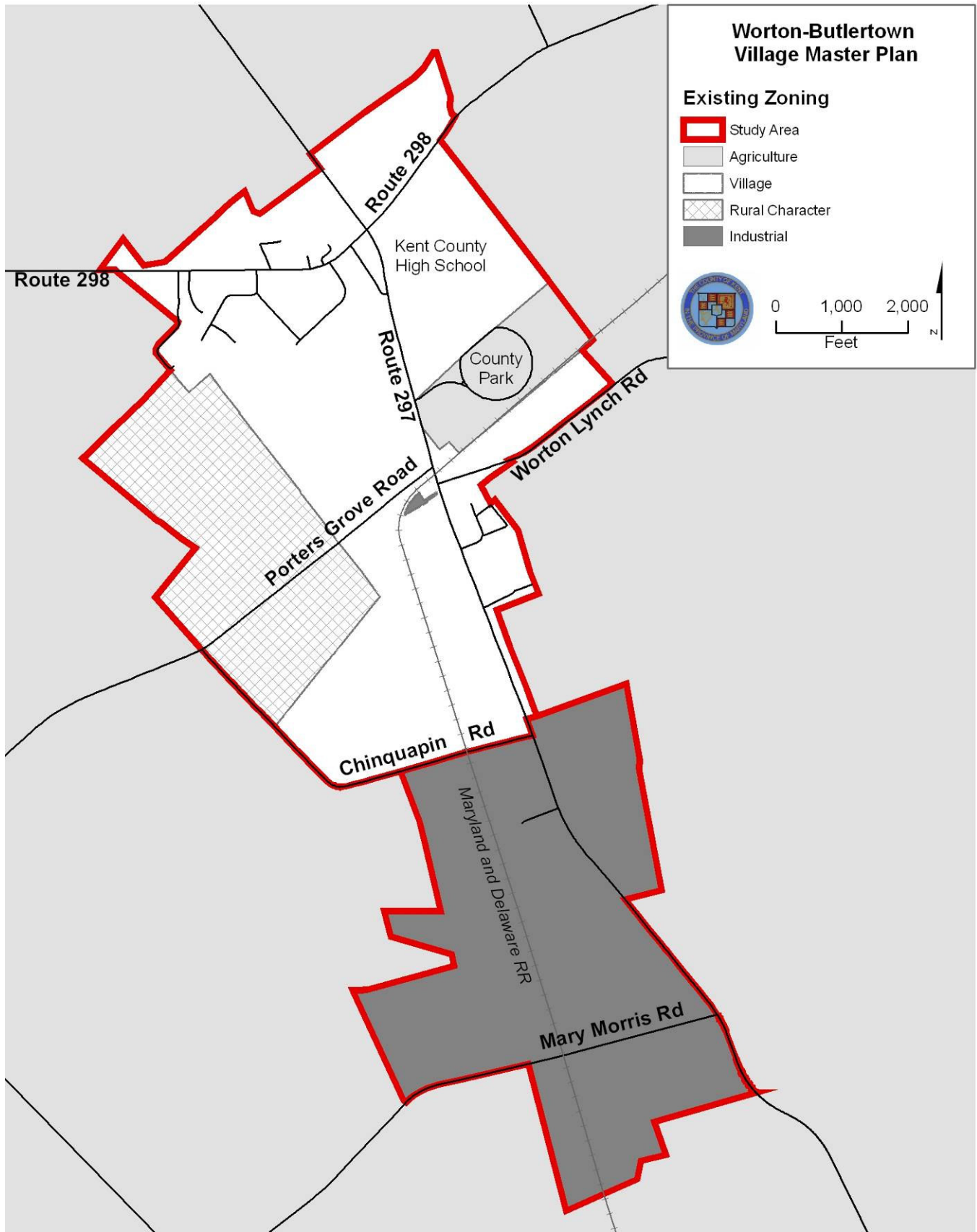


Figure 3-2: Existing zoning in the Worton-Butlertown Study Area

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Agriculture is permitted by right in the Village, Industrial, and Rural Character districts. Worton Park is zoned Agriculture.

Land Use

The type and amount of existing land uses in the Study Area are summarized in Table 3-2 and shown in Figure 3-3. Of the 1,713 acres of land in the Study Area, approximately 640 have been developed for residential or non-residential uses (including the schools and park), with the remainder in agricultural use.⁶

Table 3-2: Existing Land Uses

Land Use	Acres	Parcels
Residential (single-family, multi-family)	204	320
Mobile Home	9	1
Commercial	4	5
Industrial	100	12
Institutional (schools, churches, utilities, funeral homes)	165	16
Park and Open Space	79	3
Agriculture	1,073	24
Roads	79	4
Total	1,713	385

Residential uses account for nearly one-third of the developed portion of the study area. There are 318 residential units in the Village zoning district, of which 312 are single-family detached units. The average lot size of those units is approximately 0.6 acres (26,000 square feet), but there is much variation about the average. Only 180 of those single-family units (57%) have lot sizes between $\frac{1}{4}$ and $\frac{3}{4}$ acre; 70 units (22%) have smaller lots, while 62 single-family units (21%) have larger lots, a few of which are larger than four acres.

There is one multi-family structure in the Study Area. It occupies the southeast corner of the intersection of Route 298 and Old Worton Road (often referred to as Catts Corner). Worton Manor Mobile Home Park is located to the south and east of the intersection of Route 297 and Worton-Lynch Road. Worton Manor contains approximately 40 units, the first of which was constructed in 1973.

Commercial land uses in the Study Area are limited to a few small stores and service establishments. A cluster of commercial establishments is found at the intersection of Route 297 and Worton-Lynch Road. Clark's Store, an important community gathering spot, is at Catts Corner. The Five Star Restaurant, currently vacant, also occupies this intersection.

Industrial land uses are clustered south of Chinquapin Road. Velsicol Chemical Corporation and Crop Production Services, Inc. are two of the largest industrial land owners. The Worton industrial area is the County's largest concentration of industrial land, and is the County's preferred location for new industrial tenants.

⁶ Existing land uses were determined through a combination of 2005 Maryland Property View records, interviews with local residents and County staff, and firsthand tours of the Study Area.

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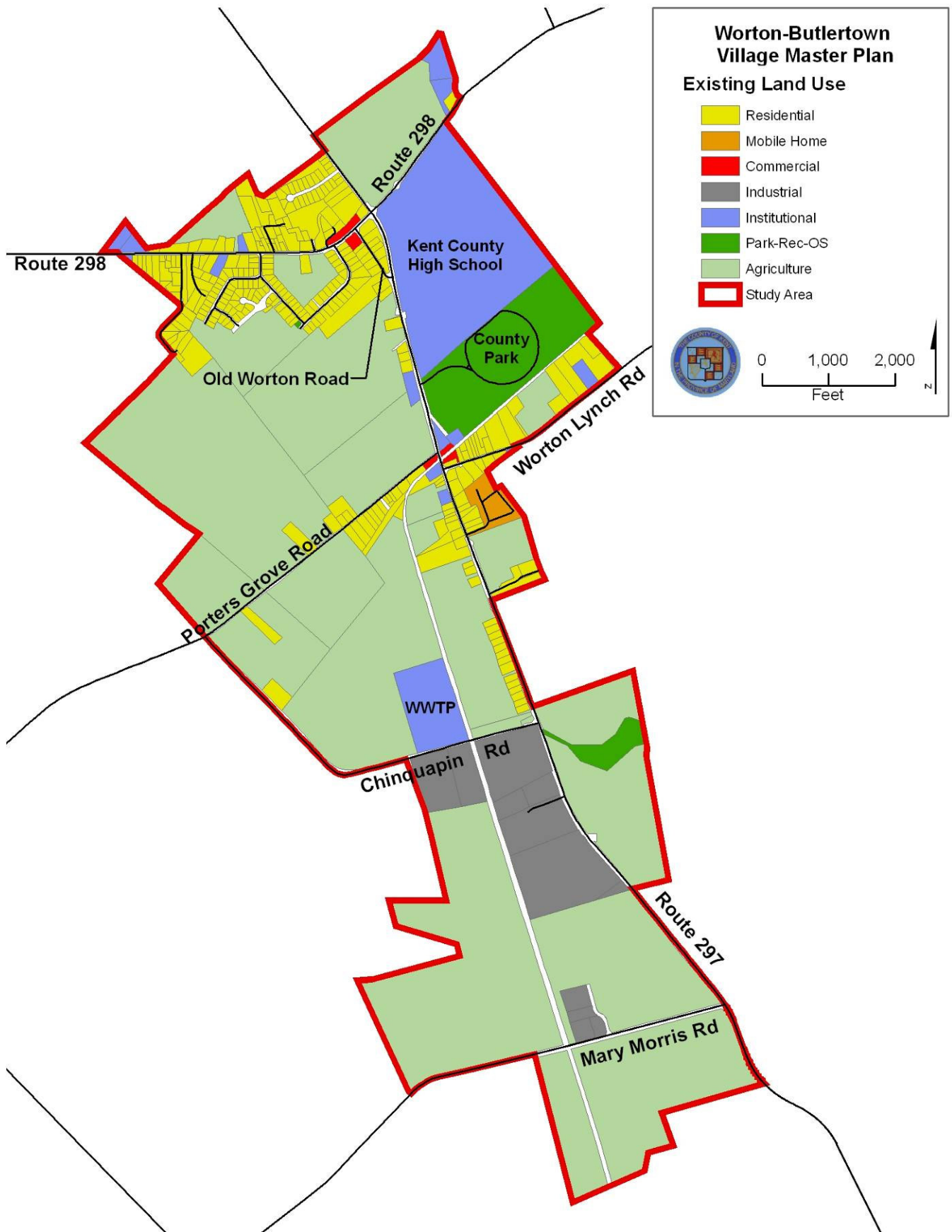


Figure 3-3: Existing land use in the Worton-Butlertown Study Area

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Schools and parks occupy a large amount of land area, with Kent County High School, Worton Elementary School, and Worton Park—the County’s primary public athletic facility—accounting for nearly 190 acres, more than 11 percent of the Study Area. Other important institutional uses include churches, the Worton Post Office (at the southwest corner of Route 297 and the railroad), and the treatment lagoons of the Worton Wastewater Treatment Plant (WWTP).

Of the 24 parcels of land in agricultural use the Study Area, 14 parcels, occupying approximately 400 acres, have Village zoning, as shown in Figure 3-4. Land owners and builders have expressed interest in developing many of these parcels for residential and non-residential use. Owners of the Mason property (also known as the “Feaga property”), on the northwest corner of the intersection of Route 297 and Porter’s Grove Road, have already submitted and received comments on a Concept Plan for residential and non-residential development (named Worton Station) on that property. Development of Worton Station is not constrained by the County’s development moratorium, but is constrained by the lack of water and sewer capacity (see the Community Facilities discussion in this section). The Worton Station plan and is likely to move forward to the Preliminary Plan stage once new water and sewer allocations are available.⁷

The Worton Station Concept Plan was developed through considerable community outreach and public input, and shows 92 new residential units on that 41-acre parcel, a density of approximately 2¼ units per acre. The consensus at the Worton and Butlertown Village Master Plan Public Meetings was that this represents a density for new development on large parcels that can be reasonably compatible with existing development.

Owners of other properties identified on Figure 3-4 are also considering development on these sites. These include an extension of Knight’s Landing (the existing residential development that surrounds the Solloway property), and new development on the Bentley, Chinquapin Partners (formerly Stocke), Williams, and Hodge properties. Any proposed development on these properties would be subject to the County’s development moratorium. The Williams property plays an especially important role in Worton and Butlertown. Its large expanse of open fields help to separate the two communities, and this separation is considered a critical element of community character for both Worton and Butlertown. Given its proximity to Route 298, the Solloway property is also considered to be attractive for future development, although no specific development interest has been expressed.

⁷ A Major Site Plan must be reviewed by the Planning Commission at the Concept Plan, Preliminary Plan, and Final Plan stages. The Planning Commission provides comments and guidance, but does not formally approve or disapprove the site plan at the Concept Plan Stage. Approval and disapproval are required at the Preliminary Plan stage, when the applicant must show that adequate water and sewer supplies are available to serve the development.

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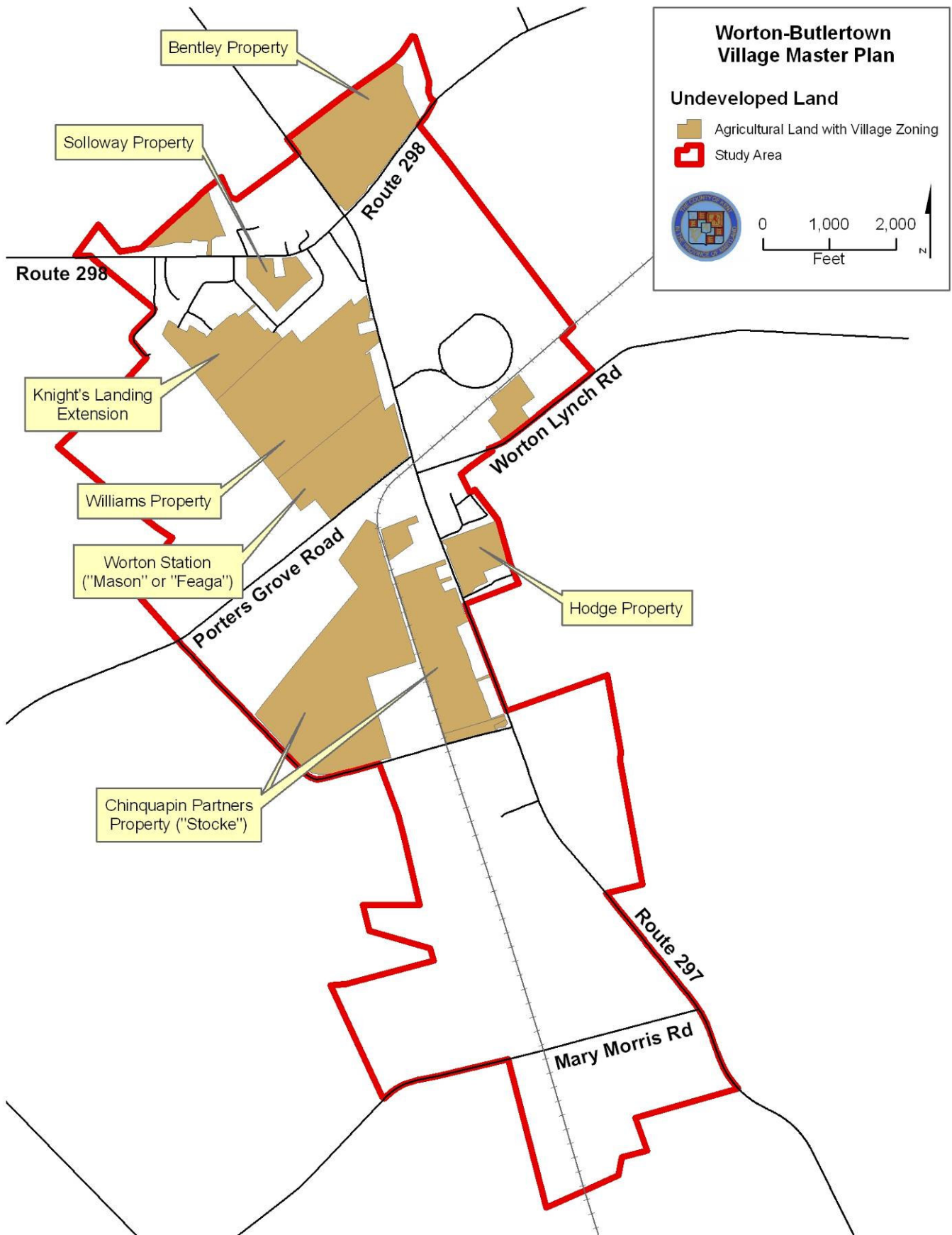


Figure 3-4: Agricultural Land with Village Zoning

Transportation and Circulation

Traffic Volumes and Speeds

Two state highways pass through Worton and Butlertown. Route 297 runs north-south from Chestertown, while Route 298 runs east-west. These roads bring local and longer-distance (intra-county) traffic through the community. Figure 3-5 shows the Annual Average Daily Traffic (AADT) on these two roads, as recorded by the State Highway Administration (SHA).⁸ On average, more than 2,500 vehicles (total in both directions) use Routes 297 and 298. Route 213 (north of its intersection with Route 297) carries 6,850 vehicles per day, while US Route 301 near Galena carries approximately 11,625 vehicles per day.

These relatively low average traffic volumes do not reflect the high daily and weekly peaks in traffic activity associated with Kent County High School and Worton Park. The Department of Parks and Recreation reports that as many as 1,500 cars per day use Worton Park on a busy day, creating heavy traffic and parking deficits. Most parking is accommodated within the park itself, although little excess space remains. Many park users choose to park along Route 297 during special events at the park. This reduces visibility for drivers, making it harder to see pedestrians (typically local residents) trying to cross the road to access the park (see Recreation below).

During the week, staff and students traveling to and from Kent County High School generate increased morning and afternoon traffic flows on local roads, especially Routes 297 and 298 and Porter's Grove Road (see Figure 3-2).

Traffic speed is also a concern in the Study Area. Routes 297 and 298 have posted speed limits of 50 miles per hour (mph) outside of the study area, and 30 mph inside the Study Area (the portion of Route 297 that runs through the industrially-zoned land, as well as segments of Route 298 just outside the Study Area, have a "transitional" posted limit of 40 mph). Despite these posted limits, a 2005 speed study by the Kent County Sheriff's Office⁹ reported that nearly half of the vehicles traveling along Route 298 near Worton High School exceeded the posted 30 mph speed limit by more than five miles per hour, and more than ten percent exceeded the speed limit by more than 15 mph. This pattern persists despite the regular presence of police officers with radar enforcement.

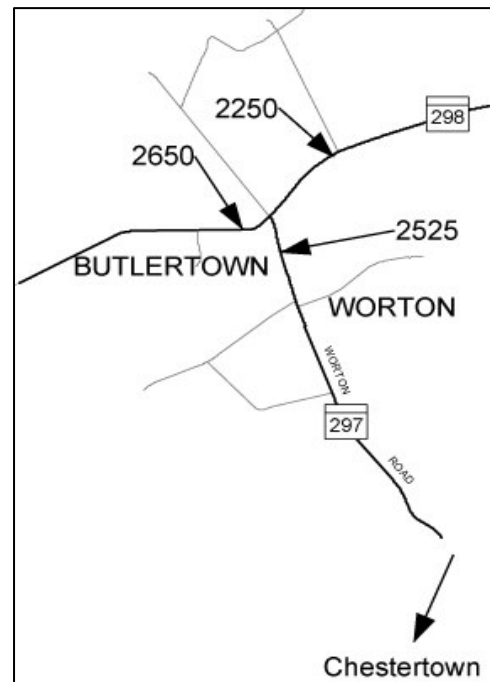


Figure 3-5: Average daily traffic volumes in the Study Area

⁸ Source: 2005 Kent County Traffic Volume Map, SHA. Available at: <http://www.sha.state.md.us/SHAServices/mapsBrochures/maps/oppe/trafficvolumemaps/2005/kent.pdf>

⁹ Source: 2005. *Speed Enforcement Assignment Memorandum*. Kent County Sheriff's Office. April 25.

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Pedestrian and Bicycle Safety

There are no sidewalks, walking paths, or bicycle lanes in the Study Area. However, pedestrian activity is relatively frequent in the Study Area, especially along Route 298 through Butlertown. Students walk along Routes 297 and 298 to reach Kent County High School and Worton Elementary School. Clark's Store (at the intersection of Route 298 and Old Worton Road) is a frequent pedestrian destination. Pedestrians travel during daytime and nighttime hours, despite the presence of only a few streetlights along Routes 297 and 298. A 2005 study for the State Highway Administration (SHA) showed that 87 pedestrians crossed the Route 297/298 intersection (all of them traveling east-west along Route 298) over the course of a 12-hour period on a single February weekday. This is a large number of pedestrians, considering the fact that the Study Area contains only 320 residences, has no sidewalks, and minimal street lighting.

The close proximity of vehicles (which often travel faster than the 30 mph posted speed limit) and pedestrians, without pedestrian facilities, barriers, or adequate lighting, creates unsafe conditions. Residents report that injuries and fatalities due to motor vehicle crashes have occurred in the Study Area in the past. In response to these conditions, SHA District 2 added the "transitional" speed limits (separate 50 mph, 40 mph, and 30 mph zones as a driver approaches the Study Area), and has set aside funds to install additional light fixtures along Route 298. These fixtures would be standard gray "cobra-head" fixtures, mounted on existing utility poles. The District 2 office has also expressed interest in, but a lack of funding to implement, additional safety upgrades, such as sidewalks, traffic calming devices (roundabouts), or customized pedestrian-oriented lighting.

Another safety concern is the drainage infrastructure—particularly ditches—along the edges of Routes 297 and 298. The presence of these relatively deep ditches in close proximity to the roadway presents a potential safety hazard for drivers. Due to the absence of sidewalks or paths, pedestrians in Worton and Butlertown must walk along the edges of the roads, making these ditches a potential hazard to pedestrians and bicyclists.

Railroad

The Maryland and Delaware Railroad runs east-west from Delaware through the center of Kent County, before turning south (toward Chestertown) as it crosses through Worton. The railroad was once active along its entire length, linking Kent County with broader railroad network in central Delaware and beyond. Today, the railroad is inactive between Chestertown and Mary Morris Road (see Figure 3-2). The County, as well as Worton and Butlertown residents, has expressed desire to convert this inactive rail corridor as a hiker-biker trail. To do so, a separate trail link would be desirable to link the Mary Morris Road terminus with central Worton and/or Butlertown.

Community Facilities

Water and Sewer System

All residences and businesses with Village or Industrial zoning in Worton and Butlertown receive public water and sewer service. The system was constructed in the early 1980s, and has been expanded since then. The potable water system consists of a single well, with a production capacity of 120 gallons per minute (gpm), a water treatment plant, and an elevated water storage

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tank with a capacity of 125,000 gallons. The treatment plant and storage tank are located on the northeast corner of the intersection of Route 297 and the railroad. The water distribution system consists of an 8” main that runs under portions of Routes 297 and 298, along with several 6” service pipes that branch off from the main. A second well has been designed and was under construction during the summer of 2006.

The Worton sewer system consists of a lagoon wastewater treatment plant (WWTP) located adjacent to Chinquapin Road and the Maryland and Delaware Railroad (see Figure 3-3), as well as a system of gravity mains and force mains to collect sewage. After treatment and disinfection at the Worton WWTP, wastewater is discharged into an unnamed tributary of Morgan Creek, to the east of the WWTP. The Worton WWTP is permitted to discharge an annual average of 75,000 gallons per day (gpd) of wastewater. Discharge is only permitted from November through April. As a result, the WWTP discharges up to 150,000 gpd from November through April, and stores wastewater during the rest of the year. The Worton WWTP is also the only County facility that accepts septage (material removed from septic tanks).

Water and Sewer Capacity

A 2001 Water and Wastewater Study (updated by a Supplemental Report in 2005) evaluated the ability of the Worton water and sewer system to serve existing and future demand. Table 3-3 shows the average daily water and sewer demand in 2005. The County’s water and sewage system is essentially operating at its maximum capacity of 75,000 gpd. In addition, the report showed that an additional 20,000 gallons of water storage are needed to provide appropriate amounts of potable water for existing peak demand and emergency flows.

Table 3-3: Water and Sewer Use and Demand

Existing Uses*	Demand
Residential and Commercial	57,000 gpd
Approved Vacant Lots	17,000 gpd
Total Existing Demand	74,000 gpd

Source: 2001. Worton Water and Wastewater Study; 2005. Worton Water and Wastewater Study Supplemental Report)

* Septage deliveries, which are included in the “Residential and Commercial” category, totaled 2,091,898 gallons in 2005, an average of 5,731 gpd, or 7% of current demand.

As a result, water and sewer allocations (e.g., permission to connect to the system) cannot be granted until the water and sewer treatment system is expanded. The Worton WWTP will also need to be upgraded from the current lagoon system to a more efficient treatment technology, likely an Enhanced Nutrient Removal (ENR) system.¹⁰

Based on existing zoning and developable land in the Study Area, the 2005 Water and Wastewater Supplemental Report recommended that future water and sewer systems be sized to serve an additional 694 housing units, more than tripling the WWTP’s capacity. That finding

¹⁰ Effluent from ENR facilities typically has a nitrogen load of no more than 4 mg of nitrogen per liter of effluent. Nitrogen loads are not specifically measured for the existing lagoon system, but are likely to be several times higher than ENR treatment levels.

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notwithstanding , the eventual size of water and wastewater treatment facilities, and the size of new water and sewer pipes will be based on the findings of this Master Plan and resulting updates to the 2001 and 2005 Water and Wastewater Study.

Existing residents are funding upgrades to the existing water and sewer system (specifically the new well and upgraded treatment technology at the WWTP), through current charges on their water and sewer bills. A development fee, charged to the developer for each new residential unit, will pay for system expansions (including new water distribution and sewer collection pipes).

Emergency Services

The Chestertown Volunteer Fire Company is the first responder for fire emergencies in Worton and Butlertown. Firefighters from Betterton (nearly a 10-mile drive) may also respond when necessary. The distance separating Worton and Butlertown from these fire departments is a concern for residents.

The Kent County Sheriff's Office provides police protection for Worton and Butlertown. The County's Emergency Medical Services (EMS) system provides 24-hour response to medical emergencies, as does the Kent & Queen Anne's Rescue Squad, located in Chestertown.

Recreation

The 72-acre Worton Park is a unique regional recreation facility in Kent County. It has numerous ballfields (baseball, soccer, and lacrosse), tennis courts, sand volleyball courts, basketball courts, a playground, and other facilities. The Recreation Center, also known as Worton Arena (shown on Figure 3-3 as institutional property on Route 297, directly opposite the park's entrance road) is the only County-owned indoor recreation facility. The Recreation Center was originally built as a privately-owned roller skating rink in the 1950s, and is also home to Park and Recreation Department offices.

These sites are also the only public recreation facilities in the Study Area, bringing non-local activity and traffic (see Transportation above) to Worton and Butlertown throughout the year. Peak park usage times typically occur during the spring and summer, when as many as 3,000 people (approximately 1,500 cars) use the park at any given time. Even during fall and winter months, the park and recreation center are heavily used. Most park-related parking is accommodated at the park site, but overflow parking does occur along Route 297.

Worton and Butlertown residents expressed concern about the continually increasing traffic and parking demand associated with the park. Residents also pointed out that almost all local residents, especially children, who wish to access the park on foot must either cross or walk along Route 297, creating safety concerns.

The Department of Parks and Recreation feels that the park is at its maximum use capacity, and already conducts activities on newly created ball fields on the adjoining school property. Given its age, the existing Recreation Center also needs to be replaced. The County has proposed a significant expansion onto adjacent land currently owned by the public schools. Figure 3-6 shows a concept drawing of that expansion, which would include a new Community Center (indoor facility), additional ball fields, and much-needed parking. Funding to implement this plan is not currently available.

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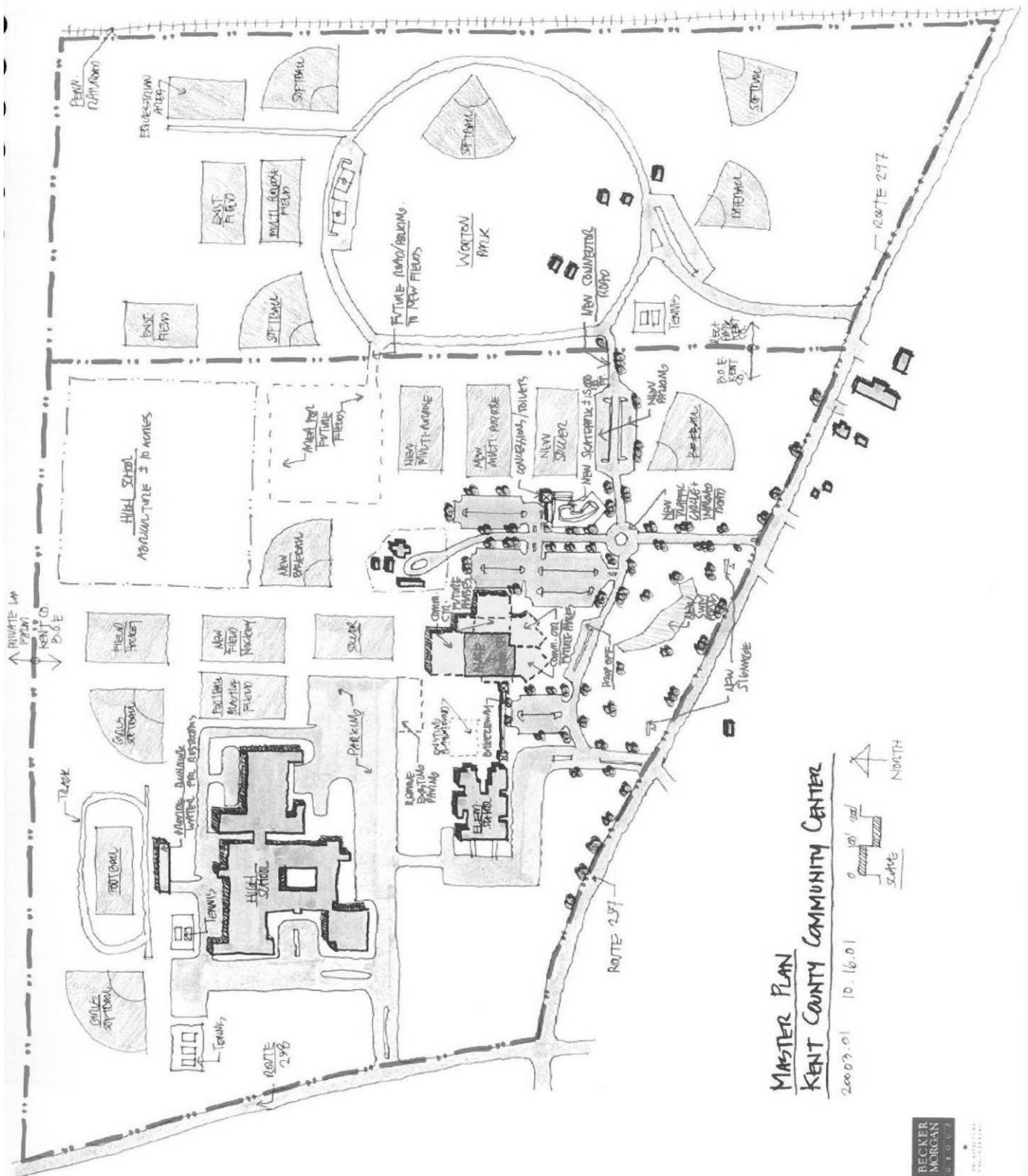


Figure 3-6: Proposed Kent County Community Center Master Plan

Natural Environment

Worton and Butlertown sit atop a natural ridge (roughly paralleling Route 297) that marks the boundary of several watersheds. Land to the east of Route 297 drains to Morgan Creek, land to the west drains to Mill creek; land south of Porter’s Grove Road drains to Radcliffe Creek, and the northern part of the Study Area drains to Churn Creek. As shown on Figure 3-7, the only floodplains in the Study Area are to the south, associated with Radcliffe Creek’s tributaries. Wetlands are also found along Radcliffe Creek’s tributaries, and farm ponds are also identified as wetlands.¹¹ Forested areas are scattered around the edge of the Study Area.

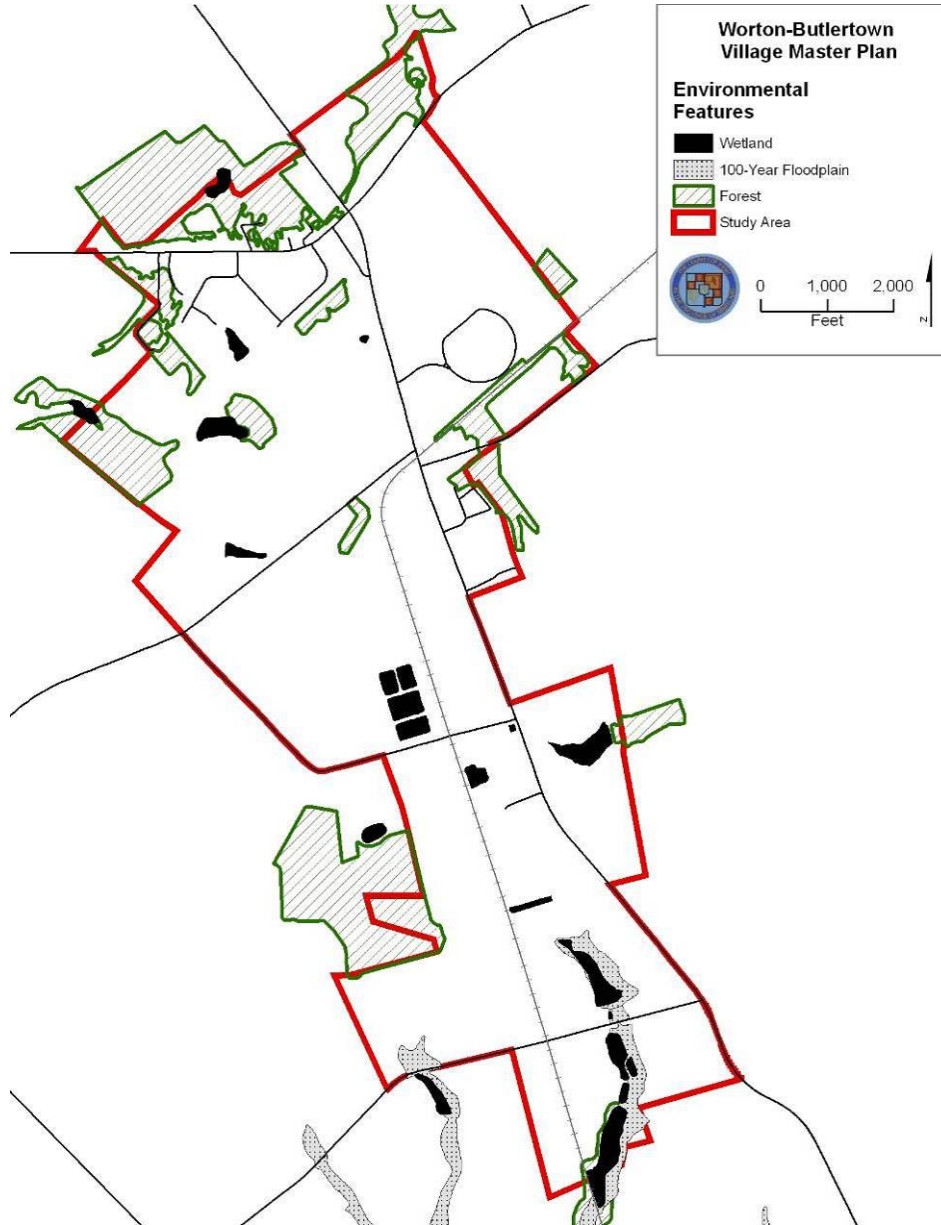


Figure 3-7: Natural Environmental Features

¹¹ The wetlands shown in Figure 3-7 are those identified by the Maryland Department of Natural Resources. Other localized wetlands may be present in the Study Area.

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During public meetings, residents identified the rural landscape and associated wildlife as important aspects of the overall character of the two communities. Stands of trees, farm ponds, and wildlife were specifically mentioned, as were ducks, Canada geese, other birds, and deer that frequent the ponds and fields around the villages. Hunting is a popular activity for residents as well as visitors, and a Worton-based slaughterhouse provides service to these hunters.

Agriculture

As shown in Table 3-2 and Figure 3-3, the undeveloped portion of the Study Area—nearly 1,000 acres—is actively used for agriculture. None of this agricultural land is protected by a Maryland Agricultural Land Preservation Foundation (MALPF) district or easement, nor does it fall within a Rural Legacy or other agricultural protection area. As with the natural environment, residents identify these agricultural uses as important elements of Worton and Butlertown’s character. This is true from an historical perspective, as well. The villages exist in part due to the road and rail connections that allowed the transport of agricultural products to surrounding markets. For example, the Worton Milk Station (shown in Figure 3-2 as a small Industrially zoned parcel to the south and west of the intersection of Route 297 and the Maryland and Delaware Railroad) was the facility used to transfer locally-produced milk to trains for regional distribution (this activity ended with the advent and spread of tanker trucks).

Historic Preservation

Christ Church I.U. (in the far northeast corner of the Study Area) is the only property in the Study Area listed on the National Register of Historic Places. The Maryland Historic Trust also lists Union United Methodist Church and the Cooper Clayton House (at the intersection of Route 297 and Worton-Lynch Road) in its Inventory of Historic Places. The Mt. Olive AME Church’s cemetery is also considered a local historic site. It contains burial markers for African-American residents dating to the early 19th Century, some of whom may have been relatives or descendants of Frederick Douglass. Other important sites that are not officially recognized are the Worton Milk Station, the old Worton school house, and Horace Loller’s store.



Figure 3-8: The Mt. Olive AME Church Cemetery

Aesthetics

Worton and Butlertown both have a sense of place—a combination of buildings, spatial relationships, views, and landscape that is unique to each of the villages. People have been drawn to live in Worton and Butlertown by that sense of place and many generations of some families continue to make Worton and Butlertown their home. This section discusses some of the specific elements that contribute to that sense of place.

Buildings

Houses in Worton and Butlertown were built by individuals, over the course of several decades. House locations were frequently determined not by master plan, but by the location of other houses and mature trees within and adjacent to the building lot. The result of this process has been the evolution of a more eclectic and “orderly disordered” development pattern in Worton and Butlertown, with a similar mix of detached single family architectural styles. Butlertown is dominated by post-World War II single-story brick ranch style homes, while Worton is made up of a mix of late 19th and early 20th century residential styles, such as:

- **Folk Victorian (1880-1910).** The middle class version of a Queen Anne Victorian style. Simple Victorian detailing, asymmetric floor plans and front porches are characteristic of this style.
- **Craftsman/Bungalow style (1900-1920).** This style is characterized by a low pitched gabled roof, with a wide overhang and mixed materials throughout.
- **American Prairie style (1900-1920).** This indigenous style was made popular by American architect Frank Lloyd Wright. The ‘American Four-Square’ is the most common Prairie Style found in Worton. These houses typically have a low-pitched hipped roof with a gable and ribbon style windows.
- **Rural America style.** Many houses in Worton mix some or all of these styles (in the same structure) to create a generically named ‘Rural America’ style.

A common feature of the older houses in Worton and Butlertown is the front porch, typically screened. The front porch is an important part of the historic architecture (but is rarely present in newer homes in Worton and Butlertown) that blends the boundary between indoors and outdoors, and encourages interaction between neighbors, especially during warm weather. Building heights are also not uniform within Worton and Butlertown, and many older homes are set amongst mature trees. For the most part the older homes in Worton do not have attached garages. Cars are parked in a driveway beside the house (not in front) and a detached structure sits away from the house. In most instances the detached ‘shed’ serves as storage or work space but is not for cars. Occasionally a detached car garage will accompany a home. Butlertown is a bit different in that the older homes have attached car ports. In both cases however, the garage, if there is one, does not dominate the house or the entrance landscape of the house.

Few commercial structures exist in Worton and Butlertown. Most are simple one-story peaked-roof structures with minimal signage or ornamentation. Images of typical residential and commercial buildings in Worton and Butlertown are shown on the following page.

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Significant Views

The predominant aesthetic character of the community is one of clusters of development situated close to the road, separated by expansive views of open space. This rhythm of developed and open space is unique to Worton and Butlertown. Important views in Worton and Butlertown fall into three categories: views entering the village centers; views inside the village centers; and views of important architecture.

- **Entering the Villages.** Approaching the village centers of Worton and Butlertown, Routes 297 and 298 are flanked by active agricultural fields that provide long open vistas to distant forest stands. Such views are frequently associated with the upper Eastern Shore, and are important to Worton and Butlertown residents. The agricultural fields have become part of the ‘open space’ that residents expect to see in Kent County and wish to preserve. Entrances to the villages along Route 298 are also framed by churches: the Christ I.U. Church when approaching from the east, and the Mt. Olive AME Church when approaching from the West.
- **Inside the Villages.** Views from Routes 297 and 298 inside the village centers are characterized by shady front yards and mature trees that partially hide houses from the road. Gaps between developed areas (e.g., between Worton and Butlertown) offer more rural views, many of which are crucial elements of the character of the villages. Important views include the ponds to the east of Route 297 (approaching the villages from Chestertown), the forested stream to the north of Route 298 and the High School, “Willie’s” pond (to the east of Route 297), and the Williams property (particularly between Route 297 and the existing farm buildings).
- **Important Architecture.** Worton Methodist Episcopal Church, Mt. Olive AME Church in Butlertown, and Christ Church I.U. serve as visual gateway markers—unofficial signs of entry into the villages—due to their modest steeples and prominent locations along Routes 297 and 298. While their relatively low steeples do not overpower the skyline, they are nonetheless distinct above the roofs of other village buildings.

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American Four-Square Prairie Style House, Worton



Folk Victorian Style House, Worton



Folk Victorian house mixed with Prairie Style, Worton



Typical detached garage



Typical new residential construction, Butlertown



Bungalow-style home, Butlertown



Typical Commercial Buildings: Clark's Store (left) and the Worton Post Office



Section 4. Village Master Plan and Policies

The Village Master Plan describes the vision and policies that will shape the future of Worton and Butlertown. These policies respond to the issues and objectives described in Section 2, and were developed through the public involvement process, particularly the second and third Public Meetings, and the Steering Committee meetings.

As described in Section 1, the Kent County Comprehensive Plan lists ten subject areas that each Village Master Plan must address. Many of these Master Plan policies address multiple subject areas simultaneously, and are grouped accordingly. The corresponding Comprehensive Plan-listed subject areas are shown in parentheses in each subject heading.

Growth (Edges and Boundaries, Timing and Phasing of Growth)

- Policy 1. The Worton-Butlertown “Growth Area” (the land designated for residential, commercial, and industrial use) is shown in Figure 4-1. This area represents existing developed land, as well as land designated for future residential, commercial, and industrial development.
- Policy 2. The Growth Area shall be the Priority Funding Area (PFA) for Worton and Butlertown.¹²
- Policy 3. Only properties within the Growth Area will be eligible to receive public water and sewer service.
- Policy 4. The number of new residential units per year permitted in the Worton-Butlertown Growth Area will be capped at 15, through a Sewer Allocation System, to be developed by the County (see Section 5).

Land Use and Density (Spatial Relationships)

Land Use Policies

- Policy 1. Recommended Future Land Uses are shown in Figure 4-2 and the general characteristics of these land uses are described in Table 4-1. Section 5 contains a more detailed discussion of how these land uses would be translated into new or amended zoning districts for the Study Area.
- Policy 2. Preference for building permit allocations should be given to new development that contains at least 10 percent affordable/workforce¹³ or senior housing.
- Policy 3. Once a parcel is subdivided such that it achieves the maximum allowed density (per provisions of Tables 4-1 and 5-1), no lot within that subdivision may be re-subdivided to create additional lots.¹⁴

¹² Each County designates its own PFAs, although these designations are subject to state review.

¹³ “Affordable” or “workforce” housing here refers to housing that can be afforded by individuals who work in Kent County. See Section 5 for a more detailed definition.

¹⁴ As provided by Article IV, Sections 8 and 9 of the Kent County Land Use Ordinance.

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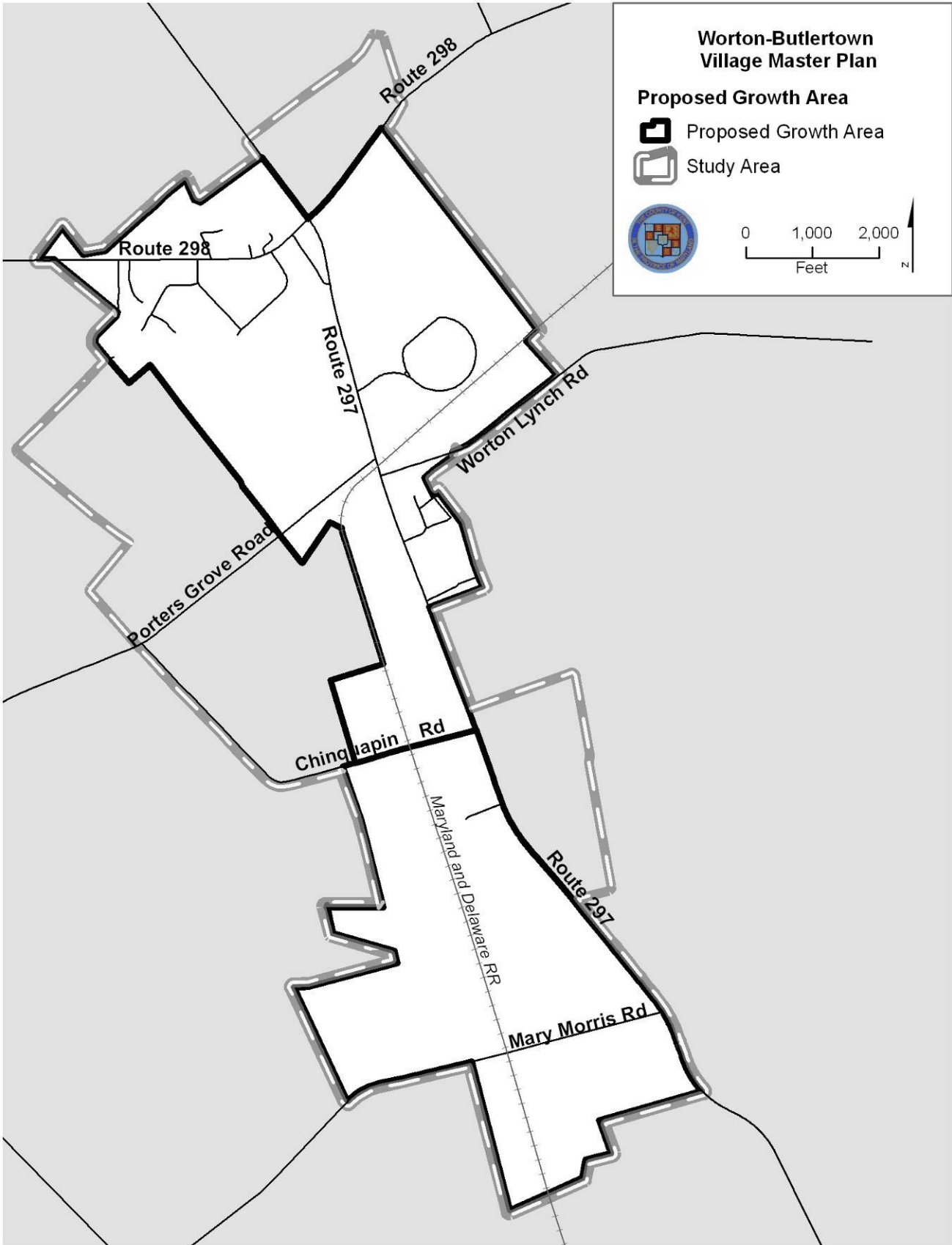


Figure 4-1: Proposed Worton and Butlertown Growth Area

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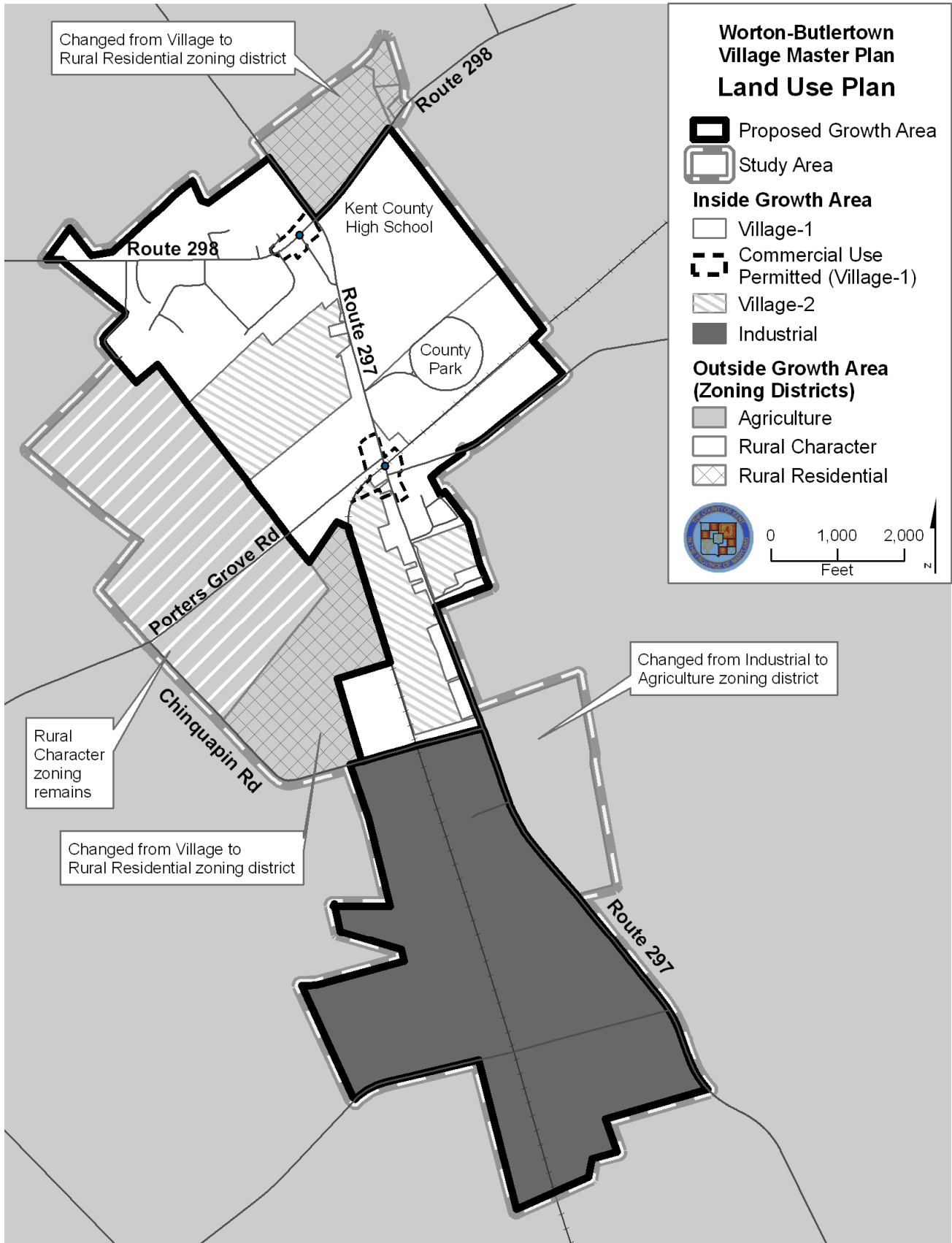


Figure 4-2: Land Use Plan

Table 4-1: Recommended Future Land Uses

Village-1

These are existing developed portions of Worton and Butlertown, as well as smaller parcels that have yet to develop. This designation has the following characteristics:

- Residential densities no greater than 4 dwelling units per acre.
- Existing commercial and institutional uses would be permitted by right. New commercial uses would only be permitted by right in specified areas (see below).
- Existing and new institutional and recreation uses, such as churches, cemeteries, the post office, schools, parks, and public utilities would be permitted by right.
- Single-family detached housing units will be the only unit type permitted in new residential development.
- Accessory dwelling units, group, and assisted living facilities could be permitted by Special Exception, if such units meet design and location criteria (to be developed by the County).

Village-2

This land use designation applies to undeveloped parcels in Worton and Butlertown that are most likely to be developed in the near future, and that, due to their size, have the greatest potential to impact the character of the community.

- Residential densities no greater than 2¼ dwelling units per acre.
- Single-family detached housing units will be the only unit type permitted in new residential development.
- No new commercial development will be permitted by right. New commercial development could be permitted by special exception.^a
- New institutional uses, similar to those listed for the Village-1 land use, would be permitted by right, subject to additional design review.
- Industrial: These areas are appropriate for new industrial development, provided that such development is properly buffered from non-industrial uses.
- Accessory dwelling units, group, and assisted living facilities could be permitted by Special Exception, if such units meet design and location criteria (to be developed by the County).

Commercial Uses

Figure 4-2 indicates the portions of the Village-1 land use designation where new commercial development would be permitted by right, in addition to the other Village-1 land uses described above.^b Some existing commercial or quasi-commercial establishments, such as Clark's Store and the Bennie Smith Funeral Home are already present in these areas. New commercial development on these and other properties within the Growth Area could be considered on a case-by-case basis as a special exception.

Land Uses Outside the Growth Area

The areas outside the Worton-Butlertown Growth Area are designated primarily for agriculture (including forestry) or low density residential uses. Land outside the Growth Area should be re-zoned as shown on Figure 4-2. The Rural Character district permits residential development at a density of one unit per 20 acres, while the Rural Residential district permits residential development at one unit per three acres. Land outside the Growth Area would not be eligible to receive public water and sewer service.

Notes:

a: A Special Exception is a use that is not listed as a permitted use in a particular District, but that may be appropriate on a case-by-case basis. Commercial uses should only be permitted in Village-2 if those uses would strongly support the County's economic development goals without adversely affecting the Study Area's character.

b: These commercial areas include:

- Properties that border Route 297 within 500 feet of the intersection of Worton Lynch Road.
- Properties that border Route 298 within 500 feet of the intersection of Old Worton Road.

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- Policy 4. Large-scale senior housing facilities are not appropriate in the Growth Area, due to inadequate infrastructure (particularly emergency services) to meet the needs of such facilities.
- Policy 5. Existing Worton and Butlertown residents should be protected from sharp property tax increases that may result from the presence of new higher-priced residential units in the Growth Area (see Section 5).
- Policy 6. Redevelopment of vacant commercial establishments for commercial or other uses is encouraged.

Residential Capacity

Table 4-2 calculates the likely future development capacity for the Village-1 and Village-2 land use areas shown in Figure 4-2. Development capacity is the theoretical number of new residential units that could be built, given the recommended densities for these future land uses. This does not necessarily reflect the likely rate of growth (see Growth Policy 4). A small number of additional units could be built on scattered undeveloped parcels in the Growth Area. As described in Table 4-1 only uses in the Village-1 and Village-2 land use areas would be eligible to receive public water and sewer service.

Table 4-2: Future Development Capacity

Land Use	Development Likely to Begin In		Total Short- and Long-Term	Zoned Capacity
	Short-Term (10-15 years)	Long-Term (15+ years)		
New Residential Units	450	101	551	584

Note: Full calculations supporting this data can be found in the Appendix. Zoned capacity represents the theoretical maximum number of units that could be built, given the proposed future land uses in Table 4-1. Total Short- and Long-Term reflects the amount of development that is likely to begin during the corresponding time periods, assuming that land in the Village-1 area is not developed at 100 percent of its zoned capacity.

Transportation and Circulation

Transportation Policies

- Policy 1. Worton Station, the extension of Knights Landing, and development on the Williams property should be connected by internal roads and pedestrian/bicycle paths or sidewalks.
- Policy 2. The County should work with SHA to develop a Neighborhood Conservation Plan for Worton and Butlertown, specifically to identify corrections to the drainage system along Routes 297 and 298, as well as safety concerns (vehicle-pedestrian conflicts) along Route 298.
- Policy 3. A Streetscape Plan developed in cooperation with SHA, should guide improvements to the portions of Routes 297 and 298 in the Growth Area.

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Streetscape Plan

The Streetscape Plan for Worton and Butlertown should address:

- Solutions to slow traffic on Routes 297 and 298. Potential implementation actions could include special signage, wider pavement striping (see Figure 4-3), traffic circles, or other traffic calming techniques in the following locations:
 - The intersection of Routes 297 and 298.
 - The intersection of Route 297 with the new entrance road for the County park and the likely entrance to new development on the Williams property, as shown on Figure 3-6.
 - Route 298 east of the entrance to Kent County High School.
 - Route 298 west of Mt. Olive AME Church.
- Reduction of traffic speeds and volumes on, or diverting traffic from Porter’s Grove Road and Worton-Lynch Road.
- Improvements to make Worton and Butlertown more pedestrian- and bicycle-friendly. Specific facilities needed to accomplish this objective include:
 - Paths or sidewalks, especially those providing direct access to the school, community center, and parks, with appropriate buffer strips and/or guardrails, especially along Routes 297 and 298. Sidewalks or paths should be developed within the existing right-of-way of Routes 297 and 298 (see photos in the Implementation section).
 - A marked crossing on Route 297, providing access to Worton Park, Worton Elementary School, and any future recreation facilities in the vicinity.
 - Pedestrian/bicycle-oriented lighting that focuses on pedestrian/bicycle paths, rather than highways, and has more aesthetic appeal than standard fixtures.



Figure 4-3: Altered pavement striping, such as wider lines, can have noticeable impacts on driver behavior, and is used in many communities. The images above show standard pavement line striping (top) and wide pavement striping on two adjacent roads in Anne Arundel County, MD. Note the width of the centerline and edge lines; the pavement is the same width in both cases.

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As discussed in Section 3, the lack of sidewalks (or paths) and pedestrian lighting, pedestrian and bicyclist safety, and the high speeds of vehicles traveling through the Study Area, are the major transportation concerns identified in this Master Plan. A Streetscape Plan recognizes interconnectedness of these concerns. For example, a sidewalk system built within the Route 298 right-of-way would narrow the driver's perception of the actual roadway. Transportation studies show that a narrower roadway, combined with landscaping (e.g., trees) and pedestrian-oriented lighting (as opposed to the standard "cobra-head" street lights currently in place) sends visual messages to drivers and causes them to reduce their speed. Reduced travel speed, in turn, reduces vehicular crashes.¹⁵

Community Service Facilities

Community Service Facilities Policies

- Policy 1. Water and sewer plans (including cost estimates) for upgrading the Worton water and sewer systems should be consistent with the growth, land use, and development recommendations in this Village Master Plan.
- Policy 2. Existing water and sewer rate payers in Worton and Butlertown should not subsidize the infrastructure costs of future development in the Worton-Butlertown growth area. Accounting systems currently in place are designed to ensure that this does not occur.
- Policy 3. The Office of Emergency Services should continue to work with the Chestertown and Betterton Volunteer Fire Departments, the Kent County Sheriff's Office, County EMS, and the Volunteer Rescue Squad is encouraged to ensure adequate fire, public safety, and emergency services protection.

Recreation (Public Spaces)

Recreation Policies

- Policy 1. Based on current and projected use levels, no additional park and recreation expansion is needed beyond the facilities shown for the proposed Community Center Master Plan (Figure 3-6).
- Policy 2. Parking for existing Worton Park users should be accommodated without creating unsafe conditions for motorists and pedestrians on Route 297. Any expansion of park and recreation facilities (including the proposed Community Center) will include adequate parking facilities for existing and proposed facilities.
- Policy 3. Any park land on the Williams Property (see Figure 3-4) should be publicly owned and maintained.
- Policy 4. Worton should serve as the northern terminus of, or a major destination on, any future trail system that utilizes unused portions of the Maryland and Delaware Railroad between Worton and Chestertown.

¹⁵ Source: 2004. National Highway Transportation Safety Administration. Traffic Safety Facts. Figure 24 (page 97).

Preservation and Rehabilitation (Historic Sites, Traditional Uses, Views)

Preservation and Rehabilitation Policies

- Policy 1. Churches (including the National Register-listed Christ Church I.U.), cemeteries, other historic resources in Worton and Butlertown (particularly the Mt. Olive AME Church's cemetery, the Worton Milk Station, the old Worton school house, and Horace Loller's store), and views of ponds and rural/agricultural settings are important elements of the character of Worton and Butlertown. These elements should be protected and buffered from and incorporated into future development.
- Policy 2. The County should work with the Worton-Butlertown community to help bring substandard structures into building code compliance.

Mt. Olive AME Church and its Community Development Corporation (CDC) have expressed interest in rehabilitating some residential structures in Butlertown. The County and Mt. Olive CDC should form partnerships with the Maryland Department of Housing and Community Development, Habitat for Humanity, or other appropriate non-profit organizations, as appropriate, to address this issue.

Open Space and Natural Environment

Open Space Policy

- Policy 1. Fee-in-lieu of open space or afforestation shall not be permitted for future development in the Worton-Butlertown Growth Area.
- Policy 2. Future open space should be located in a way that preserves key views identified in Section 3—including views of historic structures. Future open space should, to the greatest degree possible, maintain the community's characteristic rhythm of developed and open spaces.

Aesthetics (Buildings)

Aesthetics Policy

- Policy 1. Design guidelines should help control the physical appearance and overall aesthetic character of new development in the Worton-Butlertown Growth Area to achieve compatibility with existing development. Additional guidance on the development of design guidelines is provided in Section 5.

Section 5. Implementation

Implementing this Village Master Plan will require collaboration on the part of the County government, residents and businesses of Worton and Butlertown, and a broad range of public agencies. This section lists the actions that the County should take to implement the Village Master Plan's recommendations, and provides additional tools to aid the implementation process.

Growth, Land Use, and Zoning

Implementation Actions

Action 1. Revise official Priority Funding Area maps to reflect the Growth Area delineated in Figure 4-1.

Action 2. Create new or revised zoning districts to implement the Land Use Concept.

Two new zoning districts are envisioned: Village-1, which would be similar to the existing Village zoning district; and Village-2, with lower residential densities than Village-1. New commercial uses would only be permitted in a portion of the Village-1 zoning district. Table 5-1 lists the key components of these new zoning districts. The list of land uses and other elements is not all-inclusive, but is intended to show the type of uses that would be permitted.

Action 1. Develop a Sewer Allocation system to determine how to allocate the 15 annual building permits for the Worton-Butlertown Growth Area. Lots already paying for sewer service in the Worton-Butlertown Growth Area would be exempted from the allocation system. This system should be reviewed after two years to determine whether 15 units per year is still an appropriate cap. The allocation system might include the following provisions:

- A designated number of units to be built in Village 1 and Village 2 areas.
- A limit (say, seven units) on the number of permits that can be awarded to a single entity each year.

Action 3. Rezone land outside the Growth Area to Rural Residential and Rural Character as shown on Figure 4-2.

Action 4. Develop design and location criteria for accessory, group, and assisted living facilities.

Action 5. Investigate ways to encourage clustering of new development in order to achieve the following objectives:

- Concentrate new development away from the WWTP (particularly on the Stocke property)
- Preserve visual separation between the Worton and Butlertown communities (particularly on the Williams property and the remaining portion of Knight's Landing).

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Table 5-1: Worton-Butlertown Zoning Districts

Category	Village-1	Village-2
Land Uses	<p><u>Residential:</u> Single-family detached only.</p> <p><u>Commercial:</u> Existing commercial and personal service establishments (e.g., stores, restaurants, laundromats, barber shops). New uses permitted by right only in the following locations:</p> <ul style="list-style-type: none"> • Parcels that touch MD 297 within 500' of the center of the intersection of MD 297 and the MD-DE railroad. • Any property with frontage on the portion of Route 298 between Route 297 and Brindley Drive. <p><u>Institutional:</u> All uses (including parks and recreation facilities) currently permitted by right in the existing Village zoning district.</p>	<p><u>Residential:</u> Same as Village-1</p> <p><u>Commercial:</u> No new commercial uses, unless approved by special exception.</p> <p><u>Institutional:</u> Same as Village-1.</p>
Residential Density	No greater than four dwelling units per gross acre.	No greater than 2¼ dwelling units per gross acre.
Open Space and Afforestation	For major subdivisions (more than five units), open space and afforestation will be mandated as per existing regulations for the Village zoning district. No fee-in-lieu of open space or afforestation will be permitted.	
Lot Size (Residential)	<ul style="list-style-type: none"> • Average of ¼ acre. • For major subdivisions, at least 20 percent of new lots should be ¾ acre or larger. • Some lots should be smaller than ¼ acre. • Minimum lot size of 1/5 acre. 	<ul style="list-style-type: none"> • Average of 0.4 acre. • For major subdivisions, at least 20 percent of new lots should be ¾ acre or larger. • Some lots should be smaller than ½ acre. • Minimum lot size of 1/5 acre.
Height, Setbacks, Orientation, Lot Coverage, Road and Sidewalk Connectivity, Construction Materials, Finishes, Design Elements	Per Village Design Guidelines (see below).	

Transportation and Circulation

Implementation Actions

Action 1. Create a Streetscape Plan in conjunction with SHA.

The Streetscape Plan for Worton and Butlertown should simultaneously address traffic operations, traffic calming, pedestrian and bicycle facilities, lighting, and aesthetic elements of the Route 297 and 298 corridors, as well as the relationship of those roads to adjoining properties.

Figure 5-1 shows an example of how a pedestrian path—rather than a traditional sidewalk—can be used to satisfy pedestrian needs while still blending in with the Study Area’s rural setting. Figure 5-2 shows an example of how a Streetscape Plan might depict such information—in this case, a cross-section from the Callaway Village Master Plan in St. Mary’s County, MD.

Action 2. Evaluate alternatives to on-street parking on Route 297 to accommodate overflow parking for existing Worton Park users.

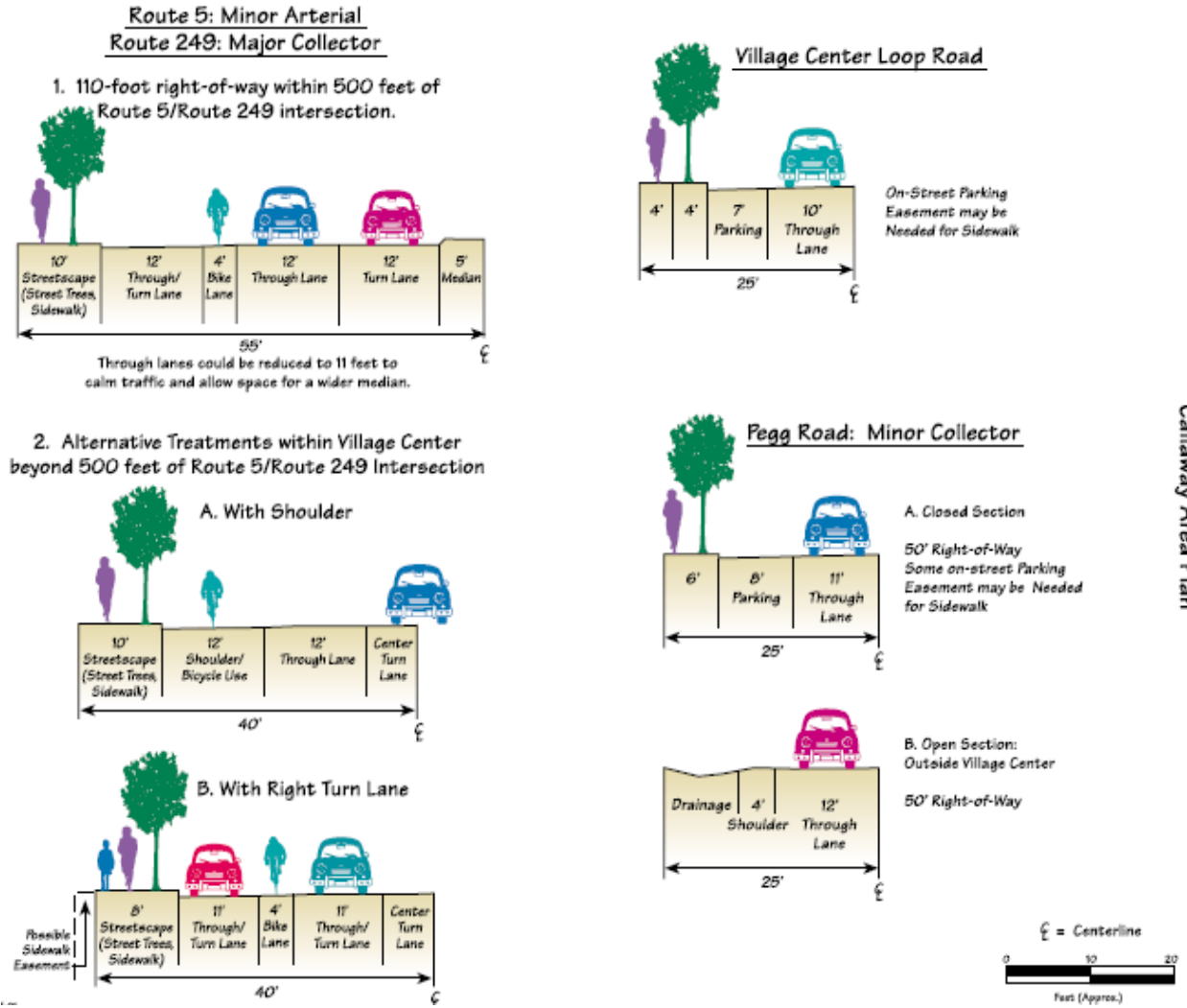
Anticipated Transportation Infrastructure Needs

- Traffic calming along Routes 297 and 298.
- Enhanced lighting along Routes 297 and 298.
- New drainage systems along Routes 297 and 298
- Pedestrian/bicycle facilities (sidewalks or paths) along Routes 297 and 298, including a crosswalk across Route 297 near Worton Park.
- Overflow parking lots to serve Worton Park.



Figure 5-1: A pedestrian pathway in Somerset County, NJ

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Typical Street Sections
Callaway Area Plan

Figure 5-2: Sample Streetscape Plan content—street cross-sections
(Callaway Village Master Plan, St. Mary's County, MD)

Community Service Facilities

Implementation Actions

- Action 1. Update the 2001 and 2005 Water and Wastewater Study to reflect development projections in this Master Plan, specifically incorporating the information in Table 4-2.
- Action 2. Investigate the establishment of a fire station or the location of fire fighting and ambulance equipment in the Growth Area—possibly as a satellite location of the Chestertown or Betterton Fire Departments.
- Consider developer contributions (either voluntary or through impact fees) as a funding source.
 - Work with existing businesses to provide a location and/or funding for Fire/EMS equipment and/or facilities.

Anticipated Community Service Facility Infrastructure Needs

- Kent County Community Center

The following items were identified in the 2001 Water and Wastewater Study, and the 2005 Supplemental Report:

- A third well for drinking water.
- A 250,000-gallon elevated water storage tank.
- Upgrades to the water treatment plant.
- Increased pump station capacity.
- Replacement of some gravity sewer and force main lines.
- WWTP upgrades and expansions.
- Purchase of land and equipment for land application (spray irrigation) fields.

Recreation and Open Space

Implementation Actions

- Action 1. Fund the proposed Kent County Community Center (see Figure 3-6).
- Action 2. Revisit the need for recreational land (e.g., a park) on the west side of Route 297 when development is proposed for the Williams property (see Figure 3-4). Consider using Project Open Space (POS) funds to acquire some or all of this property in order to maintain the visual separation between Worton and Butlertown.
- Action 3. Create a bicycle/pedestrian trail from central Worton and/or Butlertown to Chestertown, using abandoned Maryland and Delaware Railroad right-of-way wherever possible.

Preservation and Improvement

Implementation Actions

- Action 1. Nominate the Mt. Olive AME Church Cemetery, the Worton Milk Station, the old Worton school house, and Horace Loller's store, and other historic resources for inclusion on the Maryland Historic Trust Inventory. The nomination process will include an evaluation of each site's eligibility for entry into the National Register of Historic Places.
- Action 2. Work with Mt. Olive Church's Community Development Corporation, the Maryland Department of Housing and Community Affairs, Habitat for Humanity, and other non-profit organizations to rehabilitate substandard homes in Worton and Butlertown.

Aesthetics

Implementation Actions

- Action 1. Develop Worton and Butlertown Design Guidelines to guide the physical, spatial, and aesthetic character of new development, and to promote compatibility with existing development.

Design guidelines should provide specific advice on the visual character of new development and spatial relationships between buildings and their surroundings. Such spatial relationships can be characterized in a number of ways including, but not limited to:

- Building setbacks (between adjacent structures or between each structure and the street,
- The relationship of driveways, parking areas and garages to the landscape.
- What is considered the 'front' and 'back' of a house or lot.
- Widths of streets and roadways and how they relate to pedestrians and pedestrian facilities.
- Dominant views of and from within the village center.

The combination of such elements, along with building materials, external finishes, and architectural styles helps to create each village's particular sense of place. In Worton and Butlertown, where the sense of place is well-established, it is especially critical that new development consider how to maintain and become a part of that sense of place. New development will be considered successful when it looks like it has always been there; new development that in any way diminishes, overpowers, or destroys the character of Worton and Butlertown should be avoided.

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Suggested Design Guideline Content

This section describes some of the considerations that any future set of Design Guidelines should incorporate. It does not in itself comprise a set of design guidelines, but rather distills from the existing character of Worton and Butlertown (as described in Section 3) some generalized characteristics that new development should adopt.

- **Building Style.** New houses should incorporate some of the architectural styles described in Section 3, such as Folk Victorian, Craftsman, and American Prairie styles, or combinations thereof. Architectural styles should be mixed and varied within a single development project—including non-uniform building heights. Building materials and external finishes (paint, shingles, etc) should also emulate existing conditions.
- **Variety and Mix of Development.** Worton and Butlertown are made up of lots that are a variety of sizes and shapes with houses that have varying front setbacks and a wide variety of architectural styles. New lot configurations and house placement should emulate this pattern, avoiding repetitive development patterns. New setbacks should create distances between new houses that match the spaces between existing houses, not all of which should be of equal size. New development that creates a sense of variety will be more successful in meshing with the existing village character.
- **Trees.** Mature trees are an important part of Worton and Butlertown’s existing character, and are landscape elements that make a Worton and Butlertown feel lived-in and established. These were often planted by individual homeowners decades ago. New development should preserve existing trees and design lot configurations and house locations around those trees. Tree preservation plans should be prepared by a licensed arborist or landscape architect.

Site design for new development should avoid regular rows of single-species trees, and should instead attempt to recreate the unordered landscape of the existing village centers. The creation of shade should be a paramount goal, and large tree species (especially the same species that are already present in Worton and Butlertown—even if they are slower-growing) should be used where there are no conflicts with overhead power lines in order to ensure a future of shaded streets and front lawns.

- **Streets and Garages.** Design guidelines should contain the following provisions related to streets and garages:
 - As described in Section 3, few homes in Worton or Butlertown have attached garages, and many have no garage at all. New development should emphasize the home itself while minimizing the prominence of garages. Front-loaded garage designs (sometimes referred to as “snout houses”) should not be permitted, and detached garages should be strongly encouraged, if not mandated.
 - Design guidelines should also permit street widths that are narrower than standard highway design manuals typically recommend. Street widths should still be adequate to accommodate emergency vehicles, but such access can often be accommodated within relatively narrow rights-of-way.

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- **Buffers.** Design guidelines should contain the following provisions related to buffers:
 - New development on former agricultural land should maintain wide buffers from the edge of the public right-of-way, with the width of the buffer to be determined based on nearby land uses and the need to preserve views (as described in Section 3) through such buffers.. This space should be kept free of houses and roads.
 - Development or redevelopment inside the village centers should preserve existing trees, emulate existing building setbacks and reflect the architectural style of adjacent buildings.
 - New building should not diminish the view or presence of churches and other historic sites. Building immediately adjacent to the churches should maintain a height that does not compete with the steeples, and should be set back a considerable distance, perhaps as much as 100' from the property line to protect views of these features.

Housing Affordability

Implementation Actions

Action 1. Consider “affordable” or “workforce housing” requirements or incentives to encourage the construction of new houses (e.g., 10 percent of all new residential units) in the Growth Area that are affordable for Kent County residents.

An affordable or workforce housing unit could be defined as be one that is affordable for a family whose combined income is no more than 80 percent of the County’s median family income. The County may also wish to make residents who hold jobs in important public service fields eligible to purchase affordable units. Emergency services providers, teachers, or other government employees might be included in this category.¹⁶

Action 2. Consider fiscal measures to protect existing Worton and Butlertown residents from sharp increases in property taxes due to the construction of new, higher-cost residential units.

The County may wish to develop a program or that provides property tax protections for existing residents. Such an ordinance might freeze property taxes at a pre-determined point (say, 2006 levels) for several years, could set a cap for the maximum annual property tax increase, or could tie property taxes to income.

¹⁶ Several Maryland jurisdictions have adopted affordable housing ordinances. The best-known is Montgomery County’s Moderately Priced Dwelling Unit (MPDU) program. Under this program, 12.5 to 15 percent of any subdivision with 20 or more units must be set aside as affordable units, and must be sold to buyers who are pre-qualified (based on income) under the MPDU program. In exchange, developers can receive a density bonus up to 22 percent higher than the maximum residential density permitted under the County’s zoning ordinance. The Montgomery County MPDU program also mandates that designated MPDUs must be re-sold to qualified buyers for ten years (in some cases, up to 30 years) following the initial purchase.